

Transforming Youth Work Resourcing Excellent Youth Services





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We have provided funding for 450 places on the first ever national management training programme for senior youth service managers in the voluntary and statutory sectors.



Foreword

This is a landmark document. For the first time it sets out the Government's specification for an 'Excellent Youth Service'. I am delighted to present it in partnership with the Local Government Association (LGA).

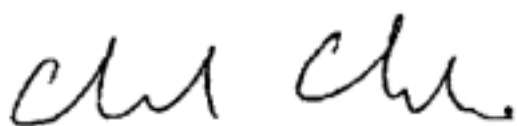
In publishing *Transforming Youth Work – developing youth services for young people* last year the Government signalled a new beginning for youth work in England. We outlined then our vision for youth work set in the context of the Connexions Service and our policies to ensure that every young person participates fully in society and the economy. The youth service has the experience and potential to make a lasting difference to young people as they make the transition from adolescence to adulthood.

We know only too well the consequences of young people becoming disaffected from their communities – the sense of worthlessness and the drift into anti-social behaviour and crime which can result. The Government is determined to achieve social justice and economic success for all our citizens. The youth service is well placed to support young people in understanding their rights and responsibilities and to develop as active citizens and participants in our democratic processes.

We have listened to what you told us in response to our consultation and embarked upon an ambitious development programme. We want to secure a modernised youth service which delivers a consistently high standard of youth work. We have injected additional resources to make that happen. And with that fresh investment we expect to see reform – reform in the way in which the service is developed, delivered and managed. We issued planning guidance in September 2002 providing a *common planning framework*, supported by training to help local authorities prepare their youth service plans for 2003 – 04 to deliver that modernised service.

I am very grateful for the commitment of the youth service and its key partners, including LGA, National Youth Agency (NYA), Association of Principal Youth and Community Officers (APYCO) and National Council for Voluntary Youth Services (NCVYS), to work towards this shared vision. There is evidence already of first-rate practice – the task now is to develop an excellent and responsive service for all young people, wherever they live and whatever their circumstances, and which challenges them to develop and engage in their communities.

This document provides the foundation for sustained progress. I know that you want to work with us to build a youth service fit for the 21st Century.



Charles Clarke

Secretary of State for Education and Skills

Section 1

INTRODUCTION

This document provides a specification of a sufficient local authority youth service. It sets out what the Government expects a local authority to provide through its strategic leadership role. It provides direction regarding:

- the local authority's duty to provide a youth service;
- the Secretary of State's powers of intervention and direction;
- a youth service plan agreed by members following consultation with partners;
- the contribution the youth service makes to other Government priorities such as tackling anti-social behaviour and crime;
- a local pledge to young people;
- national standards of provision;
- health and safety requirements;
- mainstreaming equal opportunities, diversity and community cohesion;
- support and investment to voluntary and community based youth work;
- the youth work curriculum;
- targeted provision;
- local authority planning and delivery of substantial increases in the resource and activity levels of their youth services; and
- clearly designed quality assurance processes.



The specification underpins the Transforming Youth Work modernisation programme and the Government's commitment to work with local authorities to ensure the delivery of a high quality youth service for our young people, which is at the heart of the Connexions Service. This specification should be read alongside the Planning for Local Authority Youth Services 2003 – 04 Guidance document and the Working Together – Connexions Service and the Statutory Youth Service guidance which was endorsed by the National Youth Agency (NYA), Local Government Association (LGA) and Association of Principal Youth and Community Officers (APYCO). The latter clearly outlines the role of the youth service and youth worker as key partners in the Connexions Service and in contributing to cross cutting preventive strategies including identification, referral and tracking of young people.

The Department for Education and Skills (DfES) has worked closely with other Government Departments (OGDs) and a range of partners in finalising this document, including the LGA, NYA, APYCO, National Council for Voluntary Youth Services (NCVYS), trade unions, the voluntary and community sector and the wider youth work field.

This specification will provide the essential foundation to complement Ofsted's Inspection Framework for Youth Work and companion Self Assessment Schedule. Ofsted inspect and report on youth work and Government Offices (GOs) provide a local function in assessing progress against the Action Plans which the Secretary of State now requests from the local authority following publication of the inspection report.



Section 2

THE YOUTH SERVICE

As they grow up young people are helped by their families and their friends. Schools and other services, including Connexions, encourage their development and offer facilities for learning, enjoyment, welfare or support. Only the youth service has as its primary purpose the personal and social development of young people.

The youth service is a complex network of providers, community groups, voluntary organisations and local authorities. The latter play an important role in harnessing the endeavours of partners, in facilitating access to housing or leisure facilities and in assisting the achievement of important shared targets in community order and safety, health, citizenship, education, training and employment.

The vital diversity of “youth services” is underpinned by having in place a shared set of youth work values (see Annex 1) and by the use of distinctive methods, for example educational group work, which seek to promote learning and achievement through relationships with adults which have been freely chosen by young people themselves. A statement of ethical conduct sets out principles for practice in youth work¹.

This particular combination of goals, methods and values characterises youth work. It occurs in different contexts, for example in neighbourhood centres, schools, college sites, detached or outreach work or specialist projects which may use the arts or adventurous activities as vehicles for learning.

Annex 8 provides definitions of Youth and Community Services which support financial planning and accounting.





Section 3

WHAT THE GOVERNMENT EXPECTS OF A LOCAL AUTHORITY

A local authority has a duty to ensure the provision of a sufficient youth service (see Annex 2).

The Government expects local authorities, in partnership with voluntary bodies and others, for example not for profit and private sector organisations, to demonstrate strategic leadership and to have a clear understanding of the local circumstances which impact upon the lives of young people. Local authorities will, with the co-operation of their partners, carefully identify, assess and analyse the nature of the needs of young people throughout their area. They will also be able to demonstrate how resources have been strategically allocated to address those needs, and have a clear grasp of any particularly challenging circumstances which need priority attention. In so doing they should ensure that the youth service has a management and leadership capacity able to represent the whole youth service at a strategic, partnership and delivery level. It should have the capacity and flexibility to work with local partners within the local authority, and others such as the police on key local and national priorities and tackling anti-social behaviour. It should promote the social, moral, cultural, emotional and physical development of young people, involve young people in the governance of relevant services and encourage young people's preparation for the responsibilities, opportunities and expectations of adulthood and citizenship.

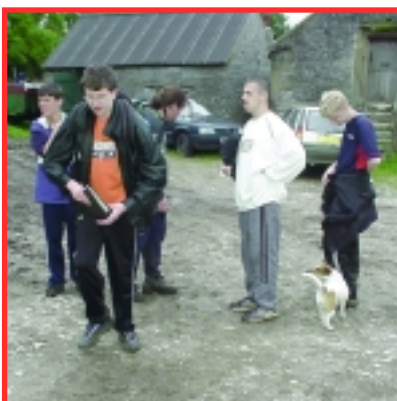


Local authority leadership for the youth service should be seen in the context of its role in community leadership and in promoting the quality of life for its citizens, which include the young.

Thus it should:

- provide strategic leadership for the whole youth service;
- ensure the local authority youth service is a key contributing partner to the Connexions Service and local preventive strategies;
- ensure the active participation of young people in the specification, governance, management, delivery and quality assurance of youth services;
- secure appropriate and coherent youth work provision through coherent partnership arrangements;
- take a leading role in representing youth service interests at local, regional, national and European governmental levels;
- provide high quality youth work in settings where the local authority is uniquely placed to make direct provision; and
- ensure safe environments supervised by skilled and caring workers providing a facility in which the community has the utmost confidence.

Where a local authority fails to carry out its duty properly, the Secretary of State will intervene and direct the authority to make such provision. In certain circumstances the Secretary of State will issue a direction that the youth service be operated by another agency other than the local authority (see Annex 2).



Section 4

WHAT SHOULD BE PROVIDED LOCALLY

The youth service needs to be accessible to all young people in the target age range 13–19, and to those targeted groups in the 11–13 and 19–25 age ranges. Each local authority will need to prioritise a significant proportion of its resource towards those young people where needs are greatest. Section 6 provides the Local Authority Youth Service Performance Measures.

In planning for what should be provided, local authorities should consider carefully the Ofsted Framework for Inspecting Youth Work.

Pledge to Young People

Local authorities should ensure that young people are clear about the service that will be provided. We recommend that local authorities develop a pledge to young people at local level. We believe that young people should be involved and consulted at design, development and review stages of the process of agreeing a local pledge. It should be developed and 'owned' locally and include clear statements concerned with the services which young people can expect from their local authority. Annex 3 provides a benchmark for developing a local pledge. The pledge should be underpinned by a local commitment to the UN Convention on the Rights of the Child.

Mainstreaming Equal Opportunities and Diversity

The youth service makes a valuable contribution to equal opportunities and diversity. Local authorities have new duties under the Disability Discrimination Act 1998 (as amended by the Special Education Needs and Disability Act, 2001) to make youth service provision accessible to young people with a disability.

In their deliberations about standards of provision, local authorities should take account of the **'Equality Standard for Local Government'** which is a tool to mainstream gender, race and disability into council policy and practice at all levels. Local authorities should be able to clearly demonstrate how the diversity of its target age range is mainstreamed through staff, provision and inclusion policies and practices. The youth service should bring together young people from different communities, especially where ethnic groups live separately. The youth service is also well placed to support inter-generational work which leads to improved relationships and awareness between young people and older people in communities. Close working with local agencies including the police can improve community safety and promote positive images of young people within the community.

Local authorities will find the LGA Community Cohesion Guidance helpful in planning youth work to support community cohesion and cultural diversity and we strongly recommend its use.

Local authorities should cross reference these youth service standards with the Audit Commission *quality of life* indicators which are recommended as good practice for use in monitoring community strategies and which every local authority has a duty to produce.

A Curriculum For Youth Work

Each local authority youth service should have a clear curriculum statement. Youth work offers particular ways of learning, characterised by processes which encourage personal and social development and reflect wider social issues. Young people can develop the skills and knowledge needed for their longer-term employability, including basic skills in literacy and numeracy, and an increased awareness of health and social issues such as drugs and alcohol education.

The broad curriculum goals should include helping young people to explore the issues which affect them; to make responsible choices; to encourage social interaction and compassion; to promote self-acceptance through offering positive feedback; and to act on their understanding.

There should be an emphasis on promoting active citizenship and engagement with democratic and political processes. As part of this young people will gain a clearer understanding of their rights and responsibilities.

The goals for informal education through youth work complement those of more formal routes such as schools and colleges.

Such broad goals need to be expressed in a set of more specific outcomes if they are to be helpful in planning and in practice. The more clearly we can specify the ends, the better we will be able to choose the means for achieving them. Annex 5 sets out more detail on a framework for a youth work curriculum.

Standards of Youth Work Provision

Local authorities should ensure the delivery of a service which:

- targets the 13–19 age range but may also be working at the margins with 11–13 and 19–25 year olds²;
- aims to reach 25% of the target age range in any given year of operation (and similar proportions for different ethnic groups);
- maintains a balanced range of provision delivered through a variety of outlets;
- deploys appropriately trained and qualified staff;
- has sufficient resource to invest in provision including Information and Communication Technology (ICT) and to provide capital investment in existing and future building stock;
- has a sufficient balance of well trained managers to qualified youth workers;
- has a capacity to respond to new demands and needs of young people;
- has a continuous professional development programme for all staff, voluntary or paid; and
- has a clearly defined quality assurance process.

² *Working Together encouraged local authorities to concentrate not less than 80% of the available youth work resource on 13–19 year olds by 2003.*

The Government expects local authorities to work to the standards of service of youth work provision developed by the NYA in the context of their total resource allocation (see Annex 4). We recognise that this will take time to develop in each authority and that the standards may be revised in the light of practice. We expect all local authorities to reach these standards by 2005.

Health and Safety and the Protection of Young People

In considering the standards of provision, local authorities will need to take account of the DfES guidance issued for Criminal Records Bureau (CRB) checks for staff and volunteers and to have clear policies and practices for the protection of children and young people understood and in place. Similarly the DfES guidance for external visits and outdoor activities (<http://www.teachernet.gov.uk/visits>), is expected to be used in developing policy and practice for youth service managers, youth workers and volunteers. Local authorities should support their voluntary sector youth service partners to adopt policies and practices of a similar standard wherever practicable and use protocols or the Compact and NCVYS to reinforce these arrangements.³ Youth services and others who wish to use an outdoor adventure centre can check whether the centre holds a current adventure activities licence at <http://www.aala.org.uk>



Contributing to Connexions

The Working Together document clearly sets out the youth service role in Connexions and how the Connexions Service should work with the youth service. Local authorities should ensure that they clearly identify all the resources at their disposal for providing youth work to the Connexions Service. They should ensure that all youth work with the 13–19 age range is integral to the Connexions Service, its objectives and is a key partner in delivery.

Connexions provides the context and opportunity for closer working with other partners, especially schools and colleges. The contribution to Connexions and work with the voluntary and community sector put the youth service as a key partner in tackling local issues needing a multi-agency response, such as problematic substance misuse by young people, youth crime and anti-social

³ NCVYS has developed child protection standards for voluntary youth organisations and provides support and training to assist voluntary and community based youth organisations with their implementation.

behaviour. The youth service's outreach work with young people who are disaffected is crucial to engage them in constructive activity. This is important in their own well being and development, but also for the safety of the wider community. It is only by doing this that we will enable every young person to fulfil their potential in society.

Working with the Voluntary and Community Sector

In the development and delivery of public policy and services, the local authority and the voluntary and community sector have distinct but complementary roles. They have different forms of accountability and are answerable to a different range of stakeholders, but common to both is the need for integrity, objectivity, accountability, openness, honesty and leadership.

The local authority can play a key role in helping to create an environment in which communities and voluntary organisations can further develop their work with young people. Local authorities should support and invest in the voluntary youth work sector and work in partnership to develop approaches to planning, funding and service delivery:

Planning

There should be mechanisms and structures in place for involving the voluntary youth work sector at all stages of the service planning process (from the point of service design to monitoring its delivery) and agreeing any joint policies. Some local authorities support local infrastructure bodies, such as Councils for Voluntary Youth Services, as an effective way of doing this.

Funding and Service Delivery

The local authority plays a significant role in funding the work of some voluntary and community organisations through grants and in kind. Many local authorities contract some or all of their youth service delivery through the voluntary and community sector. The Compact code on funding provides a basis from which to develop such policies and criteria. (The details are outlined at www.homeoffice.gov.uk).

Within this new framework for a sufficient youth service it is important that any future contractual arrangements comply with the principles outlined in the Treasury's recent cross-cutting review of the role of the voluntary and community sector in public service delivery. This sets out recommendations to improve the framework for effective partnerships and to remove barriers to participation in service delivery. (A copy of the Treasury report can be downloaded from: www.hm-treasury.gov.uk/mediastore/otherfiles/cross_cut_vol02.pdf).

Section 5

RESOURCING A SUFFICIENT YOUTH SERVICE

Local authority youth service budgets are decided locally. One result of this is the enormously differentiated level of funding across the sector, as described in Transforming Youth Work. Local authority youth service budgets have never been decided using an agreed view of sufficiency.

The Government places great importance on the youth service and its contribution to promoting social inclusion and assisting young people at risk. To emphasise this importance, from 2003–04 onwards, the Government is separately identifying a Youth and Community sub-block within the Education Formula Spending. (This is part of the new structure for local government funding being introduced from 2003–04 onwards).

A separate Youth and Community sub-block will make the potential resource available for Youth and Community Services clearer. The establishment of this sub-block, linked to a definition of sufficiency, will allow local authorities to plan for substantial increases in the resource and activity levels of their youth services.

Government Investment

The Government wants local authorities to deliver substantial improvements to their youth services. To support this policy the Youth and Community sub-block provides potential resources of £513 million in 2003–04.

The sub-block will have its own distribution formula. It allocates the resources to local authorities using a formula based on numbers of 13–19 year olds and information representing local needs. The formula allocates a range of values for each local authority, per head of 13–19 population, ranging from £79 to £348. The Government is keen that when local decisions are made about youth service budgets, the resources ensure increased investment in the youth service.

The Government is also providing separate grants to support the development of youth services. It announced £32 million for 2002–04 for the Transforming Youth Work Development Fund (TYWDF), of which £22 million was made available in the first year. £10 million will be available for each of the years 2003–04, 2004–05 and 2005–06.

- In addition to the TYWDF, £7 million is available for 2002–03 to support local authorities to meet their duties under the Special Educational Needs Disability Act 2001. This will increase to £8 million in each of the years 2003–04, 2004–05 and 2005–06.



Other Resources

The Education Formula Spending and the local authority grants do not provide all the available funding for youth work. Many youth services draw on a wide range of alternative funding sources such as the Learning and Skills Council (LSC), Single Regeneration Budget, European Social Fund, European Regional Development Fund and the Community Fund.

In addition, the DfES and OGDs provide specific targeted programmes which involve funding for youth work in addition to the Education Formula Spending assessment grant – for example, Summer Plus, Summer Splash activities and the Neighbourhood Support Fund. However, in order to respond to such initiatives and to access alternative funding streams it is recognised that there needs to be a **sustainable core service sufficiently resourced through the Education Formula Spending mechanism**. This specification acknowledges this and attempts to define the core in both qualitative and quantitative terms.

Section 6

MEASURING PERFORMANCE

Youth Service Performance Measures

Youth services contribute to a range of national, cross cutting and locally determined targets shared by partner agencies operating within the Connexions family of services.

The Government has clearly set out the Connexions performance indicators and cross cutting targets which the local authority youth service can partly own or contribute to in the Planning for Local Authority Youth Services 2003–04 Guidance. Local authorities will need to agree locally with Connexions Partnerships how they are targeting youth work resources to contribute to these targets. There may be other cross cutting targets which the local authority youth service will need to agree its contribution to locally with other stakeholders and partners, for example in increasing young people's access to sport, leisure and cultural activities. However, it is important that we set specific targets for the local authority youth service so that we can measure improvements in performance. We set out below a set of annual targets and performance indicators.



Annual Youth Service Unique Targets

- 25% of the target population 13–19 reached (to reflect the cultural diversity of the community);
- Of the 25% reached in the 13–19 target population, 60% to undergo personal and social development which results in an accredited outcome;
- The target population will include a locally agreed target for those assessed as not in education, employment or training (NEET) or who are at risk of, or who are already fall into the following categories: teenage pregnancy, drugs, alcohol or substance abuse or offending;
- 70% of those participating in youth services expressing satisfaction with the service.

Youth Service Specific Performance Indicators

- spend per head of population in the target age range*/per head of population in the target age range priority groups;**
- number of personal and social development opportunities/activities offered to young people in the target age range;*
- number of personal and social development opportunities offered to young people lasting between 10 and 30 hours with a recorded outcome;
- number of personal and social development opportunities offered to young people lasting from 30 to 60 hours, and leading to an accredited outcome;
- number of young people supported who are at risk.

* target age range = 13 – 19 year olds

** priority groups = those at risk of offending, truanting, pregnancy or taking drugs and / or NEET.

Underpinning these measures should be a commitment to conducting regular self assessment involving young people and an annual user satisfaction survey (see the Pledge and Standards of Provision).

Assuring Quality

The Ofsted Framework for the Inspection of Youth Work and its companion Self Assessment Schedule are an important aspect of this specification overview. By themselves, they are valuable mechanisms which youth services can usefully engage to benchmark the quality of their day to day operations. Presently the DfES asks Ofsted to inspect up to 15 local authority youth services in each year. In addition, Ofsted are systematically carrying out re-inspection monitoring visits and full re-inspections in agreement with the DfES and Ministers. Annex 6 outlines the inspection process.

Ofsted and youth service managers have reported that putting the Self Assessment Schedule into practice prior to a full inspection has proven to be a highly beneficial experience for the service and local authority. The Planning Guidance 2003–04 and Transforming Youth Work Development Fund 2002–03 guidance both encourage local authority youth services to apply the Self Assessment Schedule as part of their annual evaluation and planning processes. There are also excellent examples of youth services supporting one another through peer review processes using the Inspection and Self Assessment Schedule to good effect in a good practice context. The National Voluntary Youth Organisations (NVYOs) in receipt of DfES grant and Transforming Youth Work Development Funds for 2002–03, are being encouraged and supported to adopt the Self Assessment Schedule to their circumstances.

The DfES intends to explore, with the NYA and LGA, how it can best support local authorities in developing their quality assurance systems including the consideration of kite marking higher performing youth services.

Monitoring Performance

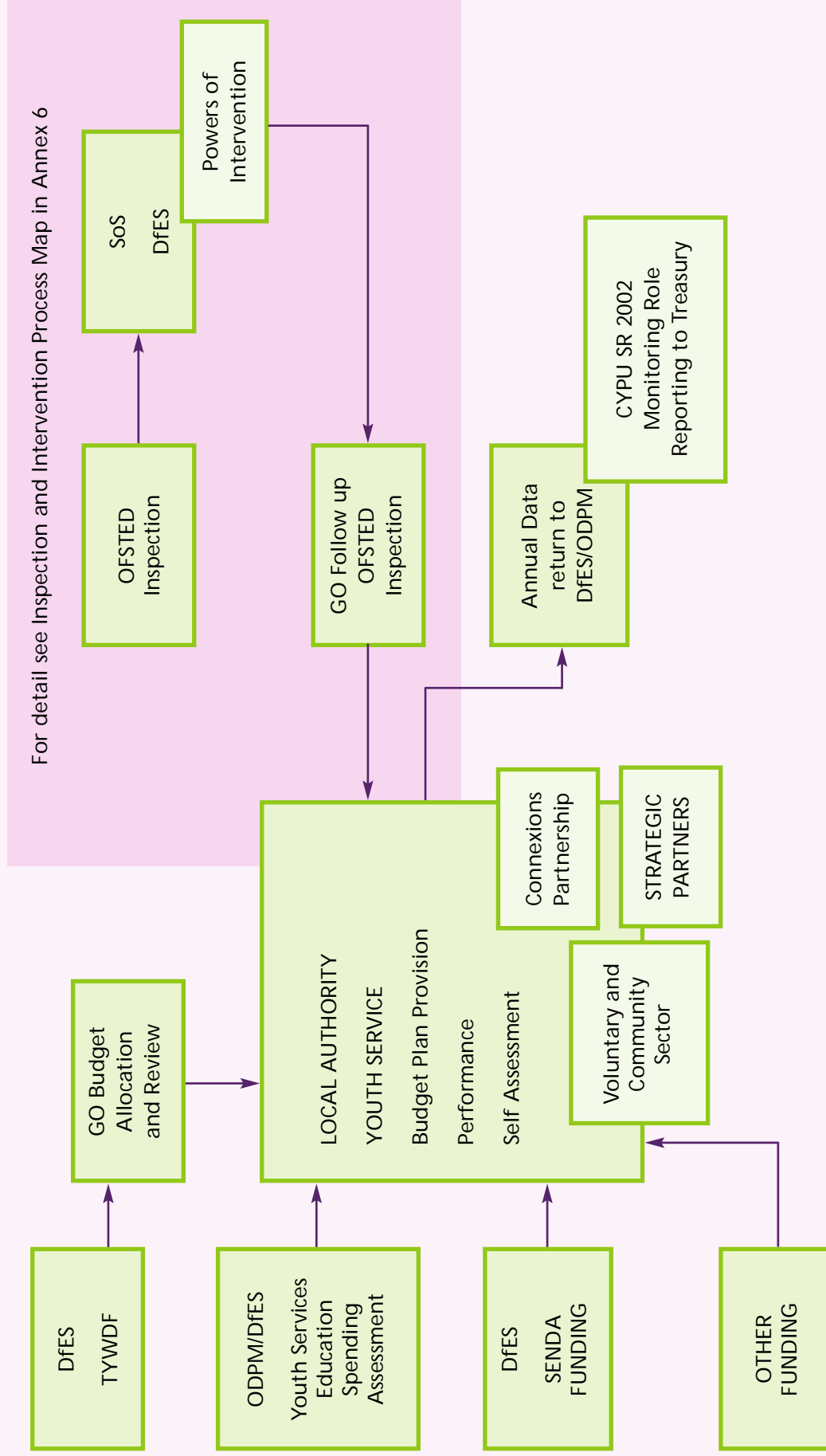
Monitoring of youth service performance takes place at a number of levels and includes Ofsted inspection of youth work, self assessment, the Comprehensive Performance Assessment (CPA), Best Value Review, Statement 52 returns. The diagram on page 19 explains this in more detail. The youth service was identified by the Children at Risk Cross Cutting Review as one of the four service gaps. The Treasury has asked the Children and Young People's Unit (CYPU) to monitor actively and regularly report on progress in improving youth service provision following the Spending Review 2002. Following the Spending Review 2002 settlement for youth service expenditure for 2003–06, new financial guidance for the youth service will accompany the Education Formula Spending Assessment (see Section 5 and related Annexes) against which we will expect local authorities to report. This specification will provide the template for future reporting arrangements for the youth service.

The DfES will monitor local authority investment through:

- identified funding for the youth and community sub-block within Education Formula Spending. The block will have its own distribution formula. It will allocate the resources to local authorities using a formula based on 13–19 year olds and measures of deprivation.
- the development of plans by local authorities for their youth services covering the Spending Review 2002 period. The plans will link the resources available to planned levels of provision and ensure sufficiency.
- accounting for the Youth and Community Service activities on the Statement 52 return (S52) so that GOs and the Connexions Service National Unit (CSNU) can monitor the accounting and financial planning. The line will be adapted to provide information relevant to youth service structures and operations and the information will be based on common accounting standards.
- guidance developed by CSNU to improve the consistency of Local Education Authority accounting for youth services linked to the definition of a youth service.
- service indicators, for example client group penetration, spend per head of client group and staff to client ratios.

Monitoring Performance

Funding



Annex 1

YOUTH WORK VALUES

- young people choose to be involved, not least because they want to relax, meet friends and have fun;
- the work starts where young people are – with their view of the world and their interests;
- it seeks to go beyond where young people start, in particular by encouraging them to be critical and creative in their responses to their experience and the world around them and supporting their exploration of new ideas, interests and creative ability;
- it takes place because young people are young people, not because they have been labelled or categorised as deviant;
- it recognises, respects and is actively responsive to the wider networks of peers, communities and cultures which are important to young people;
- through these networks it seeks to help young people achieve stronger relationships and collective identities – for example, as black people, women, men, disabled people, gay men or lesbians – and through the promotion of inclusivity, particularly for minority ethnic communities;
- it is concerned with how young people feel and not just with what they know and can do;
- it is concerned with facilitating and empowering the voice of young people;
- it is concerned with ensuring young people can influence the environment within which they live;
- it respects and values individual differences by supporting and strengthening young people's belief in themselves and their capacity to grow and change;
- it works with other agencies which contribute to young people's social and personal development; and
- it complements and supports school and college-based education by encouraging and providing other opportunities for young people to achieve and fulfil their potential.

STATUTORY FUNCTIONS OF LOCAL AUTHORITIES AND THE SECRETARY OF STATE

Local Education Authorities (LEAs) have a duty, currently set out in section 508 of the Education Act 1996, to secure the provision of youth service facilities in respect of primary and secondary education in their area. Under the same section they have a power to provide youth service facilities for further education.

A wide range of facilities may be provided by the local authority including such things as playing fields, play centres, playgrounds, swimming baths, youth clubs, organised holiday activities and sports facilities.

LEAs also enjoy a power to provide similar facilities under section 15B of the same Act as a part of what they do to provide educational facilities for people aged 19 and over.

The Secretary of State has supervisory powers in respect of the functions conferred upon LEAs by the 1996 Act, including the function of providing the youth service. Similar statutory provisions have existed since 1944.

More recently Parliament conferred upon the Secretary of State a power set out in s.114 of the Learning and Skills Act to arrange for the provision of services which he thinks will encourage, enable or assist (directly or indirectly) effective participation by young persons aged 13–19 in education or training.

In relation to young persons between those ages the Secretary of State can, following consultation, direct a LEA itself to provide particular youth service facilities or to secure that others do so.

The Education Act 2002 extended the previous provisions of the Education Act 1996 regarding the Secretary of State's powers of intervention to secure the proper performance by LEAs of their functions (see Part 4 Powers of Intervention – Section 60). The Secretary of State's power to issue directions, including the power to direct that a function be exercised by an agency other than the LEA, now extends to all LEA functions, including LEA provision of maintained youth services.

The Government believes that the facilities made available through the youth service form an important part of the education system. It believes that local authorities should take the lead in ensuring a sufficient youth service. But where a local authority fails to do so, the Secretary of State will intervene, whether to direct the LEA itself to provide specified facilities, or to direct that the youth service be operated by another body.

Annex 3

LOCAL AUTHORITY PLEDGE TO YOUNG PEOPLE

Clearly local authorities, in considering the pledge which they wish to adopt, will need to give careful consideration to the curriculum framework and the resources they will need to ensure that young people, particularly disengaged young people, are able to access provision through outreach or detached youth workers. They will also want to consider how they will secure sufficient facilities to deliver the pledge in the Standards of Provision and Resources Sections. The pledge should provide:

- a safe, warm, well equipped meeting place within reasonable distance of home, accessible to young people at times defined by young people, giving an opportunity to participate in personal and social development activities including arts, drama, music, sport, international experience and voluntary action;
- a wide diversity of youth clubs, projects and youth activities;
- a set of programmes, related to core youth work values and principles, based on a curriculum framework which supports young people's development in citizenship, the arts, drama, music, sport, international experience and personal and social development, including through residential experiences and peer education;
- a comprehensive generic, confidential information, advice and counselling service;
- mechanisms for ensuring that their voice is heard, perhaps (though not exclusively) through a youth council or youth forum for each locality, with the intention of supporting youth engagement in local democracy in a wide range of ways;
- an annual youth service questionnaire involving young people in auditing and evaluating the services (provided by the local authority youth service) available to them locally;
- a defined project to promote and secure youth volunteering and voluntary action; and
- the opportunity to participate in programmes which offer accreditation for learning such as the Duke of Edinburgh's Award, Youth Achievement Award or similar.

The pledge should cross reference with the Youth Service SLA (Service Level Agreement) with Connexions and also to the Connexions Youth Charter.

Annex 4

STANDARDS OF YOUTH WORK PROVISION

This is a National Youth Agency document and we will encourage youth services to work to these standards in the context of their total resource allocation.

This document represents an agreed set of standards for youth work provision which is designed to promote young people's social development and personal achievement. It should be taken fully into account alongside other standards to secure effective policy for young people across various services. In particular, they complement those of Ofsted in respect of the quality and outcomes of youth work. Locally agreed standards may improve on these minimum national standards.

Throughout these standards youth work provision means a staffed youth work service point in a dedicated building, including schools or vehicles; detached and outreach work.

Objective 1

Authorities must specify their key target groups, and identify and plan the range of interventions designed to promote their personal and social development.

Youth Standard 1:

Clear definition of target group, by age and any other relevant characteristics, including ethnic diversity.

Youth Standard 2:

Clear specification, in a planning framework, of the needs and of the range of opportunities for personal and social development to which young people in the target group have access (to include cultural activities; counselling; international and residential experiences; sport and outdoor adventure; voluntary action).

Youth Standard 3:

A defined curriculum framework document which links YS1 and YS2 in 90% of the provision secured by the local authority.



Objective 2

Authorities must secure convenient and suitable access for young people to high-quality youth work in safe, warm, well-equipped locations and secure adequate opening of youth provision within these locations.

Youth Standard 4:

Percentage of youth population within a safe 30 minute journey time to youth work provision.

Target:

- 100% of young people in inner London
- 95% of young people in outer London and Metropolitan District area
- 85% of young people in Unitary Authority areas
- 80% of young people in County Council areas

Youth Standard 5:

Opening hours of provision.

Target:

- All youth provision per 1,000 youth population is accessible for a minimum of 4 hours per week
- 90% of larger youth provision are open at least 24 hours per week
- 80% of larger youth provision is open for 80% of school holidays, and weekends.

Youth Standard 6:

Electronic access to youth information

Target:

- 80% of youth access points which are open more than ten hours per week have access to on-line youth information services.



Objective 3

Authorities must secure provision, including detached and outreach work, which is attractive and relevant and hence promotes access to and participation in the youth service.

Youth Standard 7:

Number of contacts per thousand youth (13–19) population

Target:

- 25% of total youth population

Youth Standard 8:

Number of individuals involved at least four times per month

Target:

- 15% of total youth population

Youth Standard 9:

Number of individuals worked with intensively

Target:

- 5% of total youth population



Objective 4

Authorities must ensure user satisfaction with the youth services provided.

Youth Standard 10:

Eighty-five per cent of contacts report satisfaction with youth services offered.

Objective 5

Authorities must demonstrate clear arrangements for involving young people in democratic processes.

Youth Standard 11:

Self indication by authority of its position on the LGAs Standards for Democratic Involvement ('Hear by Right', LGA/NYA July 2001)

Objective 6

Authorities must promote achievement.

Youth Standard 12:

Participants can identify what they are achieving as a result of engaging in youth work and a proportion gain a youth achievement award e.g. Duke of Edinburgh Award or similar

Target:

- 90% of youth participants can identify own achievements and 10% gain a specific award.

Youth Standard 13:

Percentage of sessions rated satisfactory or better by Ofsted.

Target:

- 90%

Objective 7

Authorities must provide sufficient financial resource to secure an adequate youth service.

Youth Standard 14:

Youth Service spending per head of population aged 13–19 years.

Target:

- At least £100 per head per annum (with additional funding for intensive work and disadvantage, including scarcity)

Objective 8

Authorities must provide sufficient numbers of skilled staff reflecting social diversity of area.

Youth Standard 15:

Number of qualified staff by 13–19 population

Target:

- 1fte nationally qualified per 400 of 13–19 youth population

Youth Standard 16:

Local authority spending on professional development of its staff.

Target:

- 5% of total youth service budget

Youth Standard 17:

Local authority spending on initial training for volunteers for 13–19 age group

Target:

- £100 per person

Objective 9

Authorities must have formal arrangements, in cash or in kind, which define the youth work contribution to key youth policy areas, including those with:

Youth Standard 18:

a) the assisted (voluntary) sector

Youth Standard 19:

b) the Connexions Service

Youth Standard 20:

c) Crime and disorder and community safety strategies

Youth Standard 21:

d) Schools and colleges

Objective 10

Youth Standard 22:

Authorities must secure an authority-wide review and scrutiny group for young people's issues usually within a local strategic partnership.



FRAMEWORK FOR A YOUTH WORK CURRICULUM

Curriculum design within informal settings is a fundamental skill of youth workers. Youth work has, in practice, drawn on several sources in order to construct what it offers. First, it has to connect with young people's interests – particularly because they engage voluntarily in youth work. Secondly, it provides activities which can supplement the formal educational process by offering different contexts for, say, drama or political education or enhancing literacy. Thirdly, it offers programmes which engage with contemporary social issues such as health or crime. Finally, much youth work reflects the particular needs and tasks of young people as they move through the extended transitions of adolescence and young adulthood – how to find a job or a place to live and how to relate well with others.

The youth work curriculum includes the totality of the experiences, opportunities and challenges provided both directly and indirectly, for and by young people, through an organisation's method, structure and programme.

It has three elements:

- **content:** a set of learning outcomes derived from themes or topics and based on needs;
- **pedagogy:** ways of teaching and learning so that these outcomes can be achieved; and
- **assessment:** performance criteria so that judgments can be made about whether or not these learning outcomes have been achieved; and an outline of processes by which these criteria can be applied.

It is not appropriate to lay down nationally what constitutes a curriculum for the diversity of youth work across the country. But each local authority and national voluntary youth organisation should have a document which sets out the curriculum framework for its youth work. This document should focus on the personal and social development of young people; predominantly those aged 13 to 19.

It should specify:

- how young people's needs are identified in local units;
- how this identification links to the service's/organisation's overall planning and resourcing framework;
- in the light of these needs, what learning outcomes and content should normally be covered within a year's programme;
- the pedagogy and structured experiences which may be used; and
- the arrangements for the monitoring and assessment of the learning gained by individuals (and any accreditation thereof).

The curriculum document should be reinforced by a programme of training to encourage all practitioners to understand and be equipped to use the framework.

Annex 6

THE INSPECTION PROCESS

Ofsted inspect youth services through four themes: Access and Participation; Achievement and Standards; Quality of Education Provided; Leadership and Management. A youth service will normally receive notification of an inspection at least six weeks prior to commencement and the Government Offices (GOs) receive a copy of the notification. This will then be followed by a two day inspection of all service documentation including statistics, staffing, resources data and organisational context, prior to the inspection team arriving for a full week long inspection. Normally the Reporting Inspector (RI) will give some initial feedback at the end of the week. The draft report is prepared and sent to the DfES for comment before final publication. The RI will present their findings to the local authority before the publication date.

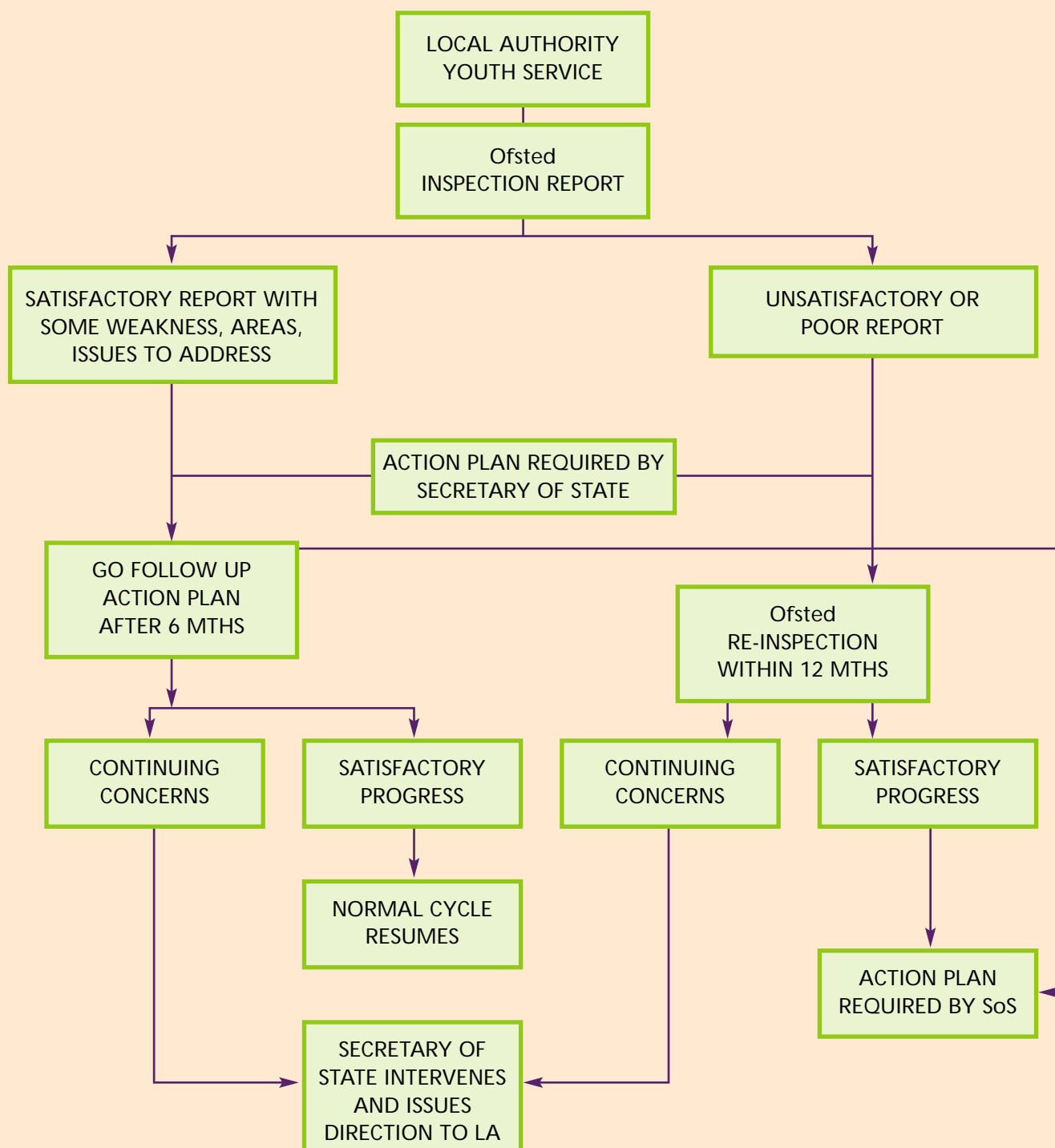
Within four weeks of the report being made public, a DfES Minister will write to the local authority seeking an action plan which outlines how they intend to address the findings and recommendations provided in the report. A copy of the action plan is sent to the GO. The GO will then follow the action plan after a further six month period and provide a brief progress report to the DfES Youth Service Unit.

Where a service is deemed to be poor or unsatisfactory a follow up monitoring visit will be arranged a year following the initial inspection, with a full re-inspection carried out after two years.

In extreme cases and where concerns continue about the overall sufficiency of a particular youth service, the Secretary of State, using the powers under the Learning and Skills Act 2000 and the Education Act 2002, will take steps towards issuing a direction to the local authority to immediately improve the service or to outsource the service beyond direct local authority delivery.



Inspection and Intervention Process Map



Involving Young People

A developing feature of quality assurance is the emergence of systems that directly involve young people themselves in the assessment process. This ranges from the steps that Ofsted are taking to ensure that young people provide direct input to the inspection of Connexions Partnerships via accompanied visits, through to the adoption of locally developed quality kite marks. A high quality service will want to ensure that young people play a full and active part in systems to set standards and to evaluate the service.

In considering recruitment and staff development strategies each youth service should take positive steps to attract and train youth workers from diverse ethnic backgrounds to reflect the diversity of local communities.



WORKFORCE DEVELOPMENT

A good youth service will have clearly identified staffing structures within which individual roles are clearly identified and understood. In considering recruitment and staff development strategies each youth service should take positive steps to attract and train youth workers from diverse ethnic backgrounds to reflect the diversity of local communities. It will value its staff (paid and unpaid) and have clear policies and practices for recruitment, initial and induction training and continuing professional development of its workforce which are systematically reviewed.

Roles

Studies of higher performing local authorities point to those features which promote excellent performance. They include clear definitions of purposes and values, a strong sense of corporate identity and a responsiveness to changing needs. These values are reflected in the roles of youth workers and their managers.

Youth workers:

- know, believe and can model the core organisational values;
- are able to assess the needs of young people in their locality, including the acquisition and interpretation of data about needs;
- are clear about their overall purpose and flexible about how to achieve that with different groups of young people;
- can establish positive relationships with young people based on mutual trust;
- understand their role in facilitating personal and social education of young people;
- can assess young people's progress;
- can identify, develop and influence key networks and communication channels concerned with services to young people;
- can understand their role in promoting service with the local community, councillors and key officers; and
- can evaluate their work with young people.

Managers:

- know, believe and can model the core organisational values;
- can contribute to overall management effectiveness through their interpersonal, analytic, strategic or financial skills;
- can handle the 'bread and butter' operational issues;
- are able to use management processes, including supervision, to enable staff development and ensure organisational effectiveness;
- can identify, develop and influence key networks and communication channels concerned with services to young people; and
- understand their role in promoting the service with the local community, councillors and key officers.

The National Youth Agency has recently published the report of the DfES sponsored Workforce Development Conference which was held in March 2002 (see 'Ensuring a High Quality Workforce' NYA, Summer 2002). The report includes a set of recommendations for further action aimed at addressing perceived problems and deficiencies in the field of training and recruitment of youth workers. The DfES in partnership with NYA, Qualification Curriculum Authority, Learning and Skills Council, Higher Education Funding Council for England, LGA and other key national stakeholders is moving forward to develop a comprehensive strategy for workforce development.

In this particular context:

- All employers must accept a responsibility for ensuring that staff have an entitlement to opportunities for their Continuing Professional Development (CPD), including secondments. The potential of on-line learning should be explored and developed.
- Employers should allocate sufficient funds to support the CPD of all youth workers and establish a standard comparable to expectations in other professions. A target of between 2 – 5% of total staffing budget should be the basis. Key areas requiring attention currently include management, group work, supervision skills, ICT, and for the continuing development of skills to meet the challenges of diversity and inclusion.
- All youth work organisations should have a staff development programme for which they actively seek national accreditation.

This staff development strategy and programme needs to take account of service values, priorities and goals; assess organisational strengths and weaknesses and enable staff to acquire the attitudes, knowledge and skills to work effectively.

It should include regular opportunities to update staff on major policy developments at national, local and corporate level. Alongside formal training, a system of professional supervision and peer review and support will enable staff to perform more effectively while regular monitoring of performance at unit and service level allows individual staff and managers to make sense of data in assessing and improving performance including via the use of appropriate benchmarks and external perceptions of performance.

The staff development strategy would offer clear induction processes for all new staff including volunteers with accompanying initial training opportunities offered to both volunteers and unqualified or part qualified staff which would provide a clear access route to full qualification training for those who wish to pursue it.

Local authorities should find the National Occupational Standards for Youth Work (PAULO, 2001), the PAULO Workforce Development Plan (PAULO, 2002) and the Ethical Conduct in Youth Work – Statement of Principles (NYA, 2000) helpful in informing and developing their recruitment, induction, staff development and training policies, procedures and practices.

Having all of the above in place will allow the youth service to apply for Investors in People as a separate unit. This would allow an opportunity for assessment against a national standard, with opportunity for further self improvement.

Involving Young People

Involving young people in service design and delivery provides opportunities for individuals to take on roles and responsibilities that may be the start of a transition from consumer to provider of youth services.

Across the country some youth services and voluntary sector organisations have supported the development of youth councils, peer education, Millennium Volunteers, citizenship and other programmes as a progression route into youth work for some young people.

Some services have developed modern apprenticeships, youth work apprenticeships and full-time voluntary placements as the means of employing and training young people to become competent as youth workers.

Annex 8

YOUTH AND COMMUNITY SERVICES DEFINITIONS

This annex provides definitions of Youth and Community Services. In many cases these two services will provide complementary services or be managed by the same local authority departments.

Youth Services

Within the new system of LEA funding, to be implemented from April 2003, there is a sub block for Youth and Community. This will be distributed between LEAs using a formula driven mainly by the number of 13–19 year olds in an LEA area and weighted for ethnicity. The Department will be monitoring LEAs budgeted spend against this assessment. The purpose of separately identifying funding and spend on the youth service in this way is to encourage LEAs to prioritise spending on their youth services. We expect local authorities to have regard to the level of increase in their Youth and Community assessment when planning youth service budgets for each year.

All local authorities must provide high quality and well resourced youth services. (These are sometimes described as Youth and Community Services.) The term ‘Youth Service’ describes the range of provision developed through a partnership of local authorities and voluntary and community organisations. Youth service activities are primarily for personal and social development. They can be formal or informal. They must be linked to raising achievement and standards in education, training and employment or initiatives aimed at promoting inclusion and participation.

The services will be for people aged between 11 and 25 with a priority on engaging 13–19 year olds. The emphasis of the services must be working with disadvantaged, ‘at risk’ and socially excluded young people.

The Service will be underpinned by the national and local priorities and actions indicated in the Common Planning Framework Guidance. This will form a plan for the youth service. It must show how the youth service will work to meet national and local authority targets.

Youth service activities can be delivered within an informal framework combining challenge and learning. They must enable the young people to have a voice, influence and place in their communities and society as a whole. It must involve young people as partners in learning and decision-making and help them develop their own values.

The youth work must include a commitment to equal opportunities. This must apply to staff and clients.

Youth services can provide:

- Opportunities for personal and social development,
- Opportunities to learn new skills (for example, vocational skills) and
- Social, vocational and physical training.

All the types of youth service provision must be focussed on youth work that is supporting formal and informal education, training or employment. Youth and Community funding is not for general leisure provision or school extra-curricular activities without any youth work content.

Youth work can be carried out in a range of settings and locations, using a variety of approaches, particularly educational group work. The settings can include purpose built or adapted buildings, school or college sites, detached and outreach work. It can also take the form of specialist activities. For example, information, advice and counselling projects, voluntary action, cross-community and international work. Youth services can use a variety of activities, such as the arts or adventure as vehicles for personal and social development. The services can contribute to schools and colleges and support formal and informal education programmes.

Youth service adult staff must develop trusting and supportive relationships with young people to compliment the more formal methods used by schools or colleges. Their relationships must be based on choice and promote learning. This approach can use informal but not unstructured learning strategies. Often the methods will involve education group work. This will aim to develop social skills and a positive view of life to enable young people to benefit more fully from education, training, work and life in general.

The provision will be developed through partnerships with voluntary and community organisations. Local authority youth services can finance work undertaken by voluntary and community organisations. Local authority youth services will also work in partnership with other local authority services. For example, social services, housing, leisure and health.

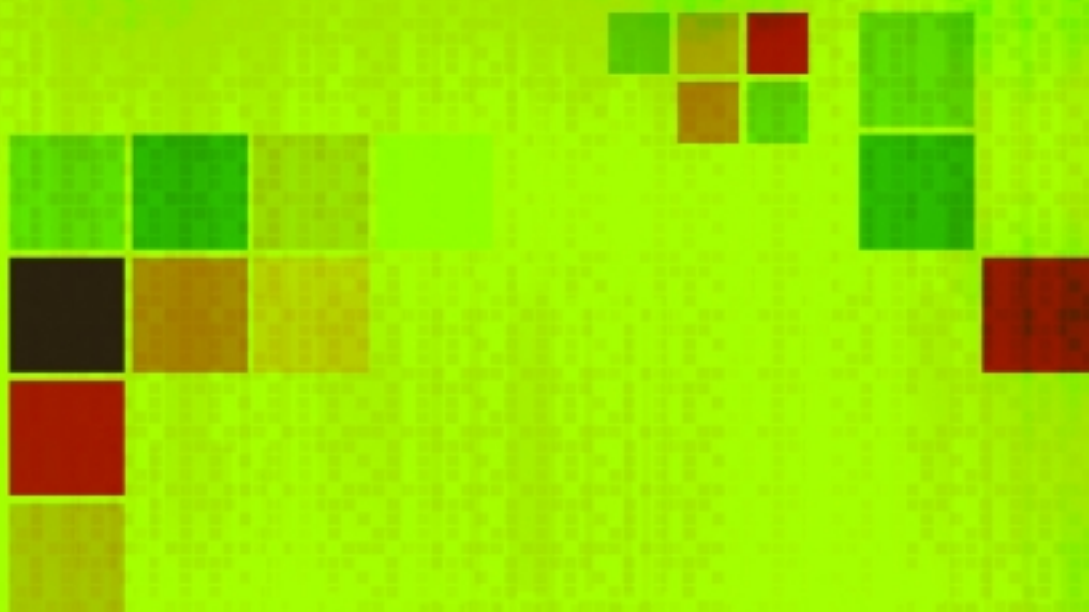
Youth services will arrange provision through joint planning and working with the Connexions Service. Youth services will bring their expertise and wide-ranging networks to the Connexions Partnerships. They will contribute in a number of ways including the Personal Adviser role, high quality youth work, volunteering, community activities, organised sport, out of school and summer activities. Their access to a wider network, through the Connexions Partnerships, will allow youth workers to take their services to other young people, particularly those who have not traditionally used youth services.



Adult and Community Learning

Community, in the context of learning, means individual learning in a local community forum. It can be both geographical and virtually based. (Fostering such learning helps the Government's drive to widen participation in learning, build communities' self confidence and capacity, promote good citizenship and personal development and bring people of all ages back into learning.) It has a wide breadth of purpose from fostering social inclusion to learning for leisure consisting of mainly part time and non accredited provision. Part of the LSCs Adult and Community Learning budget will help bridge the gap between local groups that successfully engage hard to reach clients – particularly with innovative outreach work – and providers of effective learning opportunities that meet individual and community needs.





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